

Message Text

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NSC-10 PA-04 RSC-01 PRS-01 SPC-03 SS-20 USIA-15

NEA-10 TRSE-00 SAI-01 ACDA-19 IO-14 OIC-04 AEC-11

OMB-01 DRC-01 /164 W

----- 113233

P R 281900Z DEC 73

FM USMISSION NATO

TO SECSTATE WASHDC PRIORITY 3417

SECDEF WASHDC PRIORITY

INFO AMEMBASSY VIENNA

USNMR SHAPE

S E C R E T SECTION 1 OF 3 USNATO 6276

E.O. 11652: GDS, 12-31-81

TAGS: PARM, NATO

SUBJ: MBFR: WORKING GROUP COMMENTARY ON MILITARY ASPECTS OF
STABILIZING MEASURES

VIENNA FOR USDEL MBFR

REF: A. USNATO 6269 B. USNATO 6245

BEGIN SUMMARY: MBFR WORKING GROUP REVIEWED SHAPE COMMENTARY
ON STABILIZING MEASURES (TEXT REF A), HEARD OTHER COMMENTS,
AND DECIDED TO HAVE CHAIRMAN PREPARE SPEAKING NOTE FOR USE
AT JANUARY 3 SPC DRAFTING GROUP MEETING, WHICH WOULD CONSTITUTE
SINGLE MILITARY CONTRIBUTION ON DETAILS OF FOUR MEASURES.
TEXT OF SPEAKING NOTE APPEARS IN PARA 3 BELOW. TEXT IS BASICALLY
A REDUCED VERSION OF SHAPE PAPER, ON WHICH GUIDANCE REQUESTED
REF A. END SUMMARY.

1. MBFR WORKING GROUP MET DECEMBER 28 TO DEVELOP COMMENTARY
ON MILITARY AND TECHNICAL DETAILS OF STABILIZING MEASURES
WHICH APPEAR IN U.S. "ANNEX." IN VIEW OF TIME PRESSURES,
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WG DECIDED TO HAVE CHAIRMAN (SMITH) DEVELOP INFORMAL SPEAKING
NOTE WHICH WOULD REFLECT KEY POINTS IN SHAPE COMMENTARY,
TOGETHER WITH ANY FURTHER OBSERVATIONS WORKING GROUP REPS
WOULD WISH TO MAKE. SPEAKING NOTE WOULD NOT BE AN AGREED

WG PAPER, BUT WOULD REFLECT CHAIRMAN'S SYNTHESIS OF DISCUSSION TO BE PRESENTED ON HIS OWN AUTHORITY DURING JANUARY 3 SPC DRAFTING GROUP MEETING.

2. DURING COURSE OF DISCUSSION MAIN DIFFICULTIES ENCOUNTERED BY WG WERE AS FOLLOWS:

(A) BASIC, AND FOR SHAPE ESSENTIAL, ASSUMPTION THAT MEASURES WOULD NO LONGER APPLY IN TIMES OF "TENSION." GIVEN UNCERTAINTY AND LONG-STANDING DISAGREEMENT WITHIN WORKING GROUP AS TO HOW TERM WOULD BE DEFINED, CHAIRMAN PROPOSED LANGUAGE TO THE EFFECT THAT MEASURES WERE REGARDED AS MEANS TO IDENTIFY DESTABILIZING MOVEMENTS IN PERIODS OF STABLE, PEACETIME CONDITIONS. COMMENT SINCE QUESTION OF WHEN AND IN WHAT CIRCUMSTANCES MEASURES WOULD CEASE TO APPLY IS BASIC TO THEIR MILITARY ACCEPTABILITY, DISCUSSION UNDERLINED NEED FOR A FORMULATION WHICH WE CAN PUT FORWARD ON JANUARY 3 AS REQUESTED REFTEL. END COMMENT.

(B) CONTINUING UK CONCERN THAT NOTHING IN MEASURES BE ACCEPTED WHICH WOULD IN ANY WAY PREJUDICE PHASE II. UK REP (GEHRITY) AGAIN STRESSED THAT HE COULD NOT ACCEPT DETAILS OF ANY MEASURES WHICH MIGHT HAVE THE EFFECT OF INHIBITING MOVEMENTS OF UK FORCES INTO AND OUT OF THE NGA. THIS PROBLEM COULD ARISE RE MEASURE II IF AN EXERCISE IS "MULTINATIONAL." HE NOTED THAT MOST IF NOT ALL MAJOR EXERCISES UNDERTAKEN BY SOVIETS WERE IN FACT MULTINATIONAL AND THAT SOVIETS COULD WELL DEMAND RECIPROCITY. RECOMMEND WASHINGTON PROVIDE NECESSARY CLARIFICATION.

(C) NEED TO RECAST DETAILS OF MEASURE III FOLLOWING DELETION OF "LOCATION." SEVERAL REPS INDICATED THEY WOULD CONTINUE TO WANT TRAINING AREAS EXEMPTED FROM ANY LIMITATIONS IMPOSED ON EXERCISES. DELETION OF TERM "LOCATION," HOWEVER, IMPLIES THAT ENTIRE AREA IN WHICH U.S./USSR TROOPS WOULD BE REDUCED COULD BE UNDERSTOOD AS COMING UNDER A LIMITATION.

(D) UK REP AGAIN ASKED THAT U.S. CONFIRM THAT EXERCISES
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ARE TO BE UNDERSTOOD AS INVOLVING MOVEMENTS FOR TRAINING AND NOT FOR OPERATIONAL PURPOSES.

3. TEXT OF WORKING GROUP COMMENTARY FOLLOWS (TRANSMITTED NATO-WIDE TO OTHER CAPITALS):

EGIN TEXT:

SUBJECT: MBFR STABILIZING MEASURES

REFERENCES: ALPHA ISD/65 20 DEC 73
BRAVO ANNEX TO US PAPER OF 12 NOV 73

ALPHA. THE MBFR WORKING GROUP TODAY COMPLETED THEIR EXAMINATION OF THE DETAIL OF THE STABILISING MEASURES AS DEFINED AT REFERENCE A ABOVE. THE GROUP WORKED ON THE CONCEPT THAT THE MEASURES WERE DESIGNED TO PROVIDE A STABILISED, PREDICTABLE PATTERN OF MILITARY MOVEMENT IN NORMAL PEACETIME CONDITIONS, AGAINST WHICH, WHEN ESTABLISHED, IT WOULD BE MUCH SIMPLER TO IDENTIFY AND INVESTIGATE ANY ACTIVITY WHICH, BEING ABNORMAL, COULD BE INTERPRETED AS PROVOCATIVE OR DESTABILISING.

BRAVO. THE FOLLOWING PARAGRAPHS ARE DESIGNED TO REFLECT THE THRUST OF COMMENT IN THE WORKING GROUP ON THE MEASURES, IN THE FORM OF A BACKGROUND NOTE FOR USE BY THE CHAIRMAN MBFR WORKING GROUP IN PRESENTING ADVICE TO THE SENIOR POLITICAL COMMITTEE'S DRAFTING GROUP ON THURSDAY 3 JANUARY 1974, WHEN THAT BODY RESUMES EXAMINATION OF ISD/65. THE FOLLOWING PARAGRAPHS SHOULD BE READ IN THAT INFORMAL CONTEXT AND, IN NO SENSE, AS THE FRAMEWORK OF A FORMAL REPORT COMMITTING NATIONAL AUTHORITIES.

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NEA-10 TRSE-00 SAJ-01 ACDA-19 IO-14 OIC-04 AEC-11

OMB-01 DRC-01 /164 W
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P R 281900Z DEC 73
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CHARLIE. REFERENCES IN SUCCEEDING PARTS OF THIS MESSAGE TO PARAGRAPHS OF REFERENCE*ALP A.

DELTA. MEASURE I

PARAGRAPH 4. ACCEPTABLE; PROVIDING US

CAN PROVIDE REQUIRED INFORMATION 15 MONTHS IN ADVANCE.

PARAGRAPH 5. ACCEPTABLE; BUT THE MEASURE MAY BE UNDESIRABLE IN THAT IT IS LIKELY TO AFFECT THE US MORE THAN THE USSR.

PARAGRAPH 6. ACCEPTABLE; BUT IT IS SUGGESTED THAT A LONGER PERIOD OF PERHAPS 7 DAYS WOULD BE MORE REALISTIC. THE US SHOULD COMMENT ON THIS. IT IS ALSO FOR CONSIDERATION WHETHER LINE TWO SHOULD READ "ENTRY INTO AND DEPARTURE FROM."

PARAGRAPH 7. ACCEPTABLE.
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PARAGRAPH 8. ACCEPTABLE.

PARAGRAPH 9. ACCEPTABLE BUT SUGGEST THAT FOUR LINES FROM BOTTOM THE PERIOD OF DELAY COULD BE INCREASED TO TEN DAYS.

PARAGRAPH 10. ACCEPTABLE.

PARAGRAPH 11. ACCEPTABLE.

NOTE: WHILST PARAGRAPHS 7, 9, 10 AND 11 ARE ACCEPTABLE A SIMPLIFIED VERSION IS PROFFERED AT ANNEXURE A.

ECHO. MEASURE II

PARAGRAPH 12. ACCEPTABLE WITH AMENDMENT TO LINE FOUR TO READ "AREA IN WHICH 10,000 OR MORE OF ITS GROUND FORCE PERSONNEL."

NOTE: A SIMPLIFIED REPORTING SYSTEM COVERING PARAGRAPHS 12 AND 14 IS PROFFERED AT ANNEXURE B.

PARAGRAPH 13. ACCEPTABLE WITH AMENDMENT OF FIRST SENTENCE TO READ: "A MAJOR MILITARY EXERCISE IN THIS CONTEXT IS DEFINED AS THE DEPLOYMENT INTO OR WITHIN THE AREA, FOR FIELD TRAINING OF A DIVISION FORCE AND/OR A FORCE THAT AGGREGATES MORE THAN 10,000 PERSONNEL IN UNITS OUTSIDE PERMANENT MILITARY GARRISONS." THERE IS A SUGGESTION THAT 5,000 WOULD BE A BETTER FIGURE AS CATCHING SOVIET DIVISIONS BUT NOT US BRIGADES. AND POSSIBLE AMENDMENT OF LAST LINE TO READ: "THAN 24 HOURS."

PARAGRAPH 14. ACCEPTABLE WITH THE

SHORTER PERIOD IN BRACKETS IN EACH SUB-PARAGRAPH -
THIS ACCEPTANCE IS AD REFERENDUM.

FOXTROT. MEASURE III - LIMITATIONS ON THE
SIZE NUMBER AND DURATION OF MAJOR EXERCISES BY US
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AND SOVIET FORCES IN THE AREA OF REDUCTIONS.

THIS MEASURE, AS DRAFTED IN ISD/65,
DIFFERS SIGNIFICANTLY FROM THE CONCEPT DEVELOPED
IN ANNEX TO US PAPER OF 12 NOVEMBER. IT DOES NOT
NOW DIFFERENTIATE BETWEEN EXERCISES WITHIN DEFINED
TRAINING AREAS AND THOSE EXERCISES MOUNTED IN THE
NGA AS A WHOLE. THE ORIGINAL US CONCEPT WAS CLEARLY
DESIGNED TO MINIMISE THE INHIBITION ON THE USE OF
NATO TRAINING AREAS, AS INTENSIVELY AS NECESSARY
TO COMPLETE NORMAL TRAINING. THE MILITARY VIEW
IN THE WORKING GROUP IS THAT THIS ELEMENT OF THE
US CONCEPT SHOULD BE RETAINED: AND, THEREFORE,
THAT PARAGRAPH 15 (C) OF ISD/65 REFLECT THE THRUST
OF MEASURE III, PARA 1 (C) OF ANNEX TO US PAPER
OF 12 NOVEMBER.

THE MAJORITY OF THE WORKING GROUP
BELIEVE THAT THIS APPROACH WOULD BE COMPATIBLE
WITH THE REVISED TITLE (EXCLUDING LOCATION) OF
THE MEASURE. TRAINING AREAS ARE A REQUIREMENT
AND THE STRICT LIMITS IMPOSED ON THEM BY
POLITICAL AND ECONOMIC CONSIDERATIONS DICTATE
THAT THEY BE USED AS INTENSIVELY AS POSSIBLE.
EXERCISES WITHIN SUCH AREAS ARE A NORMAL MILITARY
REQUIREMENT AND, PROVIDED THE PATTERN OF EXERCISE
ACTIVITY IS CONSTANT, SHOULD NOT BE IN ANY WAY
DESTABILISING.

AS REGARDS, PARAGRAPH 15 A OF ISD/65,
THE WORKING GROUP COMMEND THAT THE UPPER LIMIT
SHOULD BE 35,000, REPEAT 35,000.

GOLF. MEASURE IV - EXCHANGE OF OBSERVERS AT MAJOR
EXERCISES BY US AND SOVIET FORCES IN THE AREA OF REDUCTIONS.
..... THIS MEASURE, AND THE DETAIL AS DEFINED WITHIN
PARAGRAPHS 17 TO 21, ARE GENERALLY ACCEPTABLE. IT WOULD
BE APPROPRIATE, WHEN IMPLEMENTING INSTRUCTIONS ARE BEING
FRAMED FOR NATO ESCORTS OF WP OBSERVERS, TO INCLUDE
PROVISION THAT WP OBSERVERS SHOULD NOT ENTER, OBSERVE OR
EXAMINE, AS APPROPRIATE, AREAS, ACTIVITIES OR EQUIPMENT
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DESIGNATED AS PARTICULARLY SENSITIVE.

THERE REMAIN, IN THE WORKING GROUP, DIFFERENT VIEWS AS TO THE DESIRABILITY OF THE MEASURE. FROM THE INTERNATIONAL MILITARY VIEWPOINT, IT IS CONSIDERED THAT SUCH AN EXCHANGE WOULD ADD LITTLE OR NOTHING TO THE INFORMATION ALREADY AVAILABLE TO THE WP: FOR NATO, HOWEVER, THERE COULD BE A SUBSTANTIAL GAIN IN INFORMATION ON WP EQUIPMENTS, TACTICS AND COMMAND STRUCTURES AND ORGANISATION AND IN FILLING GAPS IN NATO'S ASSESSMENTS OF PACT DATA.

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NEA-10 TRSE-00 SAJ-01 ACDA-19 IO-14 OIC-04 AEC-11

OMB-01 DRC-01 /164 W

----- 113535

P R 281900Z DEC 73

FM USMISSION NATO

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HOTEL. ANNEXURE ALPHA

9. AT LEAST SIXTY DAYS NOTICE IN ADVANCE (INCLUDING THE DETAILS REQUIRED UNDER PARAGRAPHS 4, 5 AND 6 ABOVE) WOULD BE GIVEN OF THE FOLLOWING CHANGES OF SCHEDULE:

A. AN INCREASE OR DECREASE OF MORE THAN 10 PERCENT IN THE NUMBER OF INDIVIDUAL PERSONNEL ENTERING OR LEAVING THE GUIDELINES AREA (SEE PARAGRAPH 5 AND 6 ABOVE).

B. THE ENTRANCE INTO OR DEPARTURE FROM THE GUIDELINES AREA OF ONE OR MORE UNITS WITH A NORMAL MANNED ACTIVE STRENGTH OF 1.000 MEN OR MORE WHICH HAD NOT PREVIOUSLY BEEN SCHEDULED.

IF ANY OF THESE CHANGES OCCUR, AS THE RESULT OF A DELAY OF TEN DAYS OR LESS IN A PREVIOUSLY SCHEDULED MOVEMENT DUE TO UNFORESEEN CIRCUMSTANCES, NOTICE WOULD BE GIVEN NOT LATER THAN 24 HOURS

BEFORE THE MOVEMENT ACTUALLY TAKES PLACE.

INDIA.... ANNEXURE BRAVO

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MEASURE II

12. THE US AND THE USSR WOULD UNDERTAKE TO PROVIDE TO ALL OTHER PARTIES TO THE AGREEMENT* THROUGH DIPLOMATIC CHANNELS OR OTHER AGREED MEANS, NOT LATER THAN OCTOBER 1 OF EACH YEAR A SCHEDULE OF MAJOR EXERCISES IN THE AREA IN WHICH 10,000 OR MORE OF *TS GROUND FORCE PERSONNEL ARE TO TAKE PART IN THE FOLLOWING CALENDAR YEAR.

A. THE SCHEDULE WOULD GIVE THE INITIAL DETAILS:

- (1) IDENTIFICATION OF EXERCISE (NICKNAME OR OTHER).
- (2) PURPOSE IN GENERAL TERMS.
- (3) APPROXIMATE PERIOD.
- (4) APPROXIMATE SCALE (E.G. DIVISIONAL, CORPS/ARMY).

B. THEN EACH TWO MONTHS, FURTHER DETAIL WOULD BE PROVIDED AS BELOW, OF EXERCISES SCHEDULED FOR THE PERIOD TWO TO FOUR MONTHS LATER E.G. ON 1 NOVEMBER FOR 1 JANUARY TO 28/29 FEBRUARY.

- (1) NUMBERS INVOLVED.
- (2) DESIGNATION OF FORMATIONS AND UNITS.
- (3) DATES.
- (4) LOCATION.
- (5) MOVEMENT INTO AND OUT OF THE REDUCTION AREA.
- (6) ANY FURTHER NECESSARY AMPLIFICATION.

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C. ALERT AND READINESS EXERCISES NOT EXCEEDING 24 HOURS (E.G. OF THE QUICK TRAIN TYPE) SHOULD ONLY BE REPORTED AT THE TIME THAT THE EXERCISE IS INITIATED.

13. AS IN ISD/65 BUT WITH PROFFERED AMENDMENT.

14. IN ADDITION TO THE ANNUAL AND BI-MONTHLY REPORTS, DETAILED IN PARAGRAPH 12 ABOVE, THE US AND USSR WILL PROVIDE ALL OTHER PARTIES WITH NOTICE OF ANY CHANGES TO THE INFORMATION PROVIDED AS THE CHANGES BECOME KNOWN. SUCH NOTIFICATION WOULD COVER SIGNIFICANT ALTERATIONS TO THE SCHEDULE INCLUDING:

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A. EXTENSION OR ALTERATION OF LOCATION.

B. DATE CHANGES EXCEEDING 48 HOURS.

C. 10 PERCENT INCREASE OR DECREASE IN PARTICIPATION.

RATIONALE

THIS PROPOSED SYSTEM WOULD MEAN THAT ONLY BROAD DETAILS OF EXERCISES WOULD NEED TO BE NOTIFIED ANNUALLY. THE MORE ACCURATE DETAIL, WHICH IS OFTEN NOT CLEAR UNTIL A COMPARATIVELY SHORT PERIOD BEFORE AN EXERCISE, NEED ONLY BE PROVIDED 2-3 MONTHS BEFORE HAND WHEN IT IS FIRM. THIS WOULD REDUCE THE NUMBER OF RETURNS AND OF AMENDMENTS. THE "AS KNOWN" REPORTING OF ALTERATIONS ALLOWS FOR FINAL AMENDMENT.

END TEXT. RUMSFELD

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Message Attributes

Automatic Decaptioning: X
Capture Date: 02 APR 1999
Channel Indicators: n/a
Current Classification: UNCLASSIFIED
Concepts: n/a
Control Number: n/a
Copy: SINGLE
Draft Date: 28 DEC 1973
Decaption Date: 01 JAN 1960
Decaption Note:
Disposition Action: RELEASED
Disposition Approved on Date:
Disposition Authority: willialc
Disposition Case Number: n/a
Disposition Comment: 25 YEAR REVIEW
Disposition Date: 28 MAY 2004
Disposition Event:
Disposition History: n/a
Disposition Reason:
Disposition Remarks:
Document Number: 1973NATO06276
Document Source: ADS
Document Unique ID: 00
Drafter: n/a
Enclosure: n/a
Executive Order: 11652 GDS, 12-31-81
Errors: n/a
Film Number: n/a
From: NATO
Handling Restrictions: n/a
Image Path:
ISecure: 1
Legacy Key: link1973/newtext/t19731255/abqceeaw.tel
Line Count: 395
Locator: TEXT ON-LINE
Office: n/a
Original Classification: SECRET
Original Handling Restrictions: n/a
Original Previous Classification: n/a
Original Previous Handling Restrictions: n/a
Page Count: 8
Previous Channel Indicators:
Previous Classification: SECRET
Previous Handling Restrictions: n/a
Reference: A. USNATO 6269 B. USNATO 6245
Review Action: RELEASED, APPROVED
Review Authority: willialc
Review Comment: n/a
Review Content Flags:
Review Date: 24 AUG 2001
Review Event:
Review Exemptions: n/a
Review History: RELEASED <24-Aug-2001 by elyme>; APPROVED <16-Oct-2001 by willialc>
Review Markings:

Declassified/Released
US Department of State
EO Systematic Review
30 JUN 2005

Review Media Identifier:
Review Referrals: n/a
Review Release Date: n/a
Review Release Event: n/a
Review Transfer Date:
Review Withdrawn Fields: n/a
Secure: OPEN
Status: NATIVE
Subject: MBFR: WORKING GROUP COMMENTARY ON MILITARY ASPECTS OF STABILIZING MEASURES
TAGS: PARM, NATO
To: STATE
SECDEF INFO VIENNA
USNMR SHAPE
Type: TE
Markings: Declassified/Released US Department of State EO Systematic Review 30 JUN 2005